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ABSTRACT

Research findings on the employment of disabled veterans in a practical format are presented for people interested in the goal of equal employment opportunity for disabled veterans--job developers, vocational counselors, service officers of veterans organizations, employment service administrators, and employers. The guide contains findings from a Human Resources Research Organization study conducted to identify and explore possible solutions for major problems veterans with service-connected disabilities encountered in seeking and holding jobs. For user convenience the findings are presented here in question-and-answer form: (1) The kinds of employment difficulties faced by various kinds of disabled veterans, (2) how various disabled veterans find jobs, (3) job development and placement help various disabled veterans want, (4) the success or organizations such as the State Employment Service and the Veterans Administration in providing employment help to disabled veterans, (5) the nature of employer resistance to, and support for, hiring disabled veterans, (6) the arrangements and accommodations the average employer makes for disabled veterans on the job, and (7) what outstanding employers of the handicapped are doing. The guide also includes case histories of four disabled veterans and a brief descriptive listing of major programs to assist disabled veterans in training and employment. (WL)

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Jobs for Veterans With Disabilities

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Manpower R&D Monograph 41
U.S. Department of Labor
John T. Dunlop, Secretary
Manpower Administration
William H. Kolberg
Assistant Secretary for Manpower
1975

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What disabled Vietnam-era veterans say about employment

- "... You ask if we, the disabled veterans, get the jobs and help we need. I say Hell No!"
- "I needed someone to talk to about a job, not just read some words on paper. I was so mixed up and I'm not saying everyone that comes home is like that but I'd say half of them are ..."
- "Does anybody really give a damn, or are our problems just a 'good cause' to discuss? We delivered when called upon to do our duty. Now we are asking for your help."
- "Many of us who gave all of our time to the service do not know what we could and should do in civil life ..."
- "And concerning all the propaganda on the radio about 'HIRE THE VET, IT'S GOOD BUSINESS.' It sounds great. But as for adjusting the psychological attitudes of employers to accepting a disabled vet, I have to say it is totally ineffective."
- "I am nearing graduation from a four year university.... I did not know that the VA Vocational Rehabilitation Program existed until about two months ago ..."
- "If I just could get a decent paying job, I wouldn't want any disability (compensation) at all ..."
- "If only these companies would give the disabled veteran a chance they may find out that instead of just having disabilities they also have abilities."

(These quotes are taken from letters written by disabled veterans to HumRRO.)

Foreword

This booklet presents research findings on the employment of disabled veterans in a practical format. People interested in the goal of equal employment opportunity for disabled veterans—job developers, vocational counselors, service officers of veterans organizations, Employment Service administrators, employers—will find it useful.

The research on which this publication is based is a study of the employment of Vietnam-era veterans with service-connected disabilities conducted by the Human Resources Research Organization (HumRRO) under a grant from the U.S. Department of Labor. The study was conducted from June 1973 to October 1974 by the Eastern Division of HumRRO under the direction of Dr. Thurlow R. Wilson. The objective of the research was to determine what major problems veterans with service-connected disabilities encountered in seeking and holding jobs, and to explore possible solutions. The complete findings of the study, including over 130 tables and figures, letters from disabled veterans, and data collection instruments are reported in *Disabled Veterans of the Vietnam Era: Employment Problems and Programs,* HumRRO Technical Report in preparation.

Meredith P. Crawford
President
Human Resources Research Organization

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Introduction

". . . I don't think the world owes me a living, but it could let me make one." In these few words, one young disabled veteran expressed sentiments—born of rejection and frustration in search for a job—that are shared by many of his fellow veterans.

Despite present efforts to assist disabled Vietnam-era veterans in employment and training, they continue to face considerable difficulty in obtaining employment. According to a recent HumRRO study, their unemployment rate is about twice that of other veterans. More skilled and persistent job development and job placement efforts on behalf of disabled veterans are urgently needed.

This publication is based on the results of the recent HumRRO study of disabled veteran employment. It is intended as a desk aid for persons involved in job placement activities for disabled veterans. It can serve as a guide for Veterans Employment Representatives and Veterans Administration and Employment Service counselors; it can also be of use to employment officers of veterans service organizations and even company personnel officers.

The guide contains findings from the HumRRO study—findings that have practical implications. For user convenience, the information is given in a question-and-answer form. The findings deal with:

- The kinds of employment difficulties faced by various kinds of disabled veterans.
- How various disabled veterans find jobs.
- Job development and placement help various disabled veterans want.
- The success of organizations such as the State Employment Service and the Veterans Administration in providing employment help to disabled veterans.
- The nature of employer resistance to, and support for, hiring disabled veterans.

- The arrangements and accommodations the average employer makes for disabled veterans on the job.
- What outstanding employers of the handicapped are doing.

The guide also includes case histories of four disabled veterans and a brief listing of major programs to assist disabled veterans in training and employment.

Many of the results discussed in the following pages are derived from information given by about 7,800 disabled Vietnam-era veterans who responded to a mail survey. These veterans were drawn from the Veterans Administration compensation and pension file. Additional information was obtained from a number of smaller studies, including telephone and personal interviews with disabled veterans, a mail survey of employers, personal interviews with employers, interviews with representatives of veteran service organizations, interviews with State Employment Service and Veterans Administration personnel, and study of some Employment Service counseling records. Ten outstanding employment programs for handicapped workers were studied. These programs were selected on the basis of recommendations of the President's Committee for Employment of the Handicapped.

The reader will need to know the definition of certain key terms used throughout this guide:

Vietnam-era Veteran—All veterans discharged from the military service from August 5, 1964 through the present.

Disabled Veteran—Veterans with service-connected disability, rated by the Veterans Administration. To be classified as service-connected, a disability must have been incurred or aggravated in the line of duty, even though it may not have been recognized at the time of release or discharge from active duty.

VA Disability Rating—Disability ratings are made by VA boards after considering the medical evidence and using as a guide the VA's Schedule for Rating Disabilities. The Schedule is a detailed listing of disabilities specifying the conditions that should be rated at each percentage level, 10% to 100%. The VA states that the rating is to be based "primarily upon the average impairment in earning capacity, that is, upon the economic or industrial handicap which must be overcome and not from individual success in overcoming it."

Unemployment Rate—The percentage of those in the labor force who are unemployed. The labor force consists of all those with jobs plus those unemployed. "Unemployed" means out of work and looking for a job, able to start work within one month if offered a suitable job, and not in school or training.

Questions and Answers About Disabled Veterans' Employment Problems

Characteristics of Disabled Veteran and Employment Problems

Just how serious are the employment problems of disabled veterans of the Vietnam era?

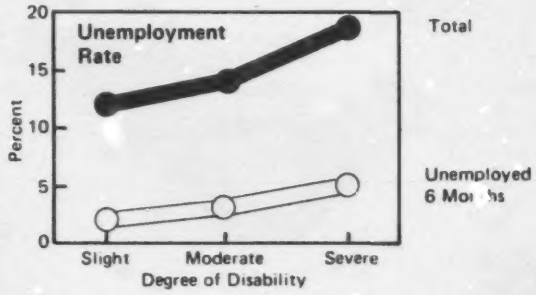
For Vietnam-era veterans (those leaving military service after August 5, 1964), we found that those who are disabled—that is, those receiving a VA compensation for a service-connected injury or disease—have a rate of unemployment almost twice the rate of nondisabled veterans. We estimate that at the time of our survey (January and February 1974) about 31,000 disabled Vietnam-era veterans who were neither working nor in training were looking for a job; 6,700 of them had been searching for work for more than six months. Those veterans with more severe disabilities have the most trouble finding employment.

How bad are the employment problems of the severely disabled?

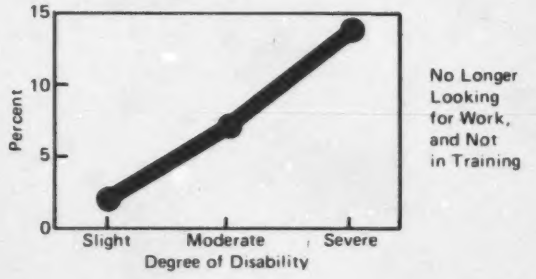
The chart on the next page shows the situation for young disabled veterans. The more severely disabled veteran has a higher rate of unemployment, is more likely to give up the job search, and generally works in lower paying jobs. Among the unemployed severely disabled, we found that one out of four had been looking for work for six months or more. Analysis of what kind of jobs the more severely disabled men are holding shows that, compared to the slightly disabled, they are less likely to be craftsmen or in professional, technical, or managerial occupations.

Severely Disabled Veterans, Under 30 -

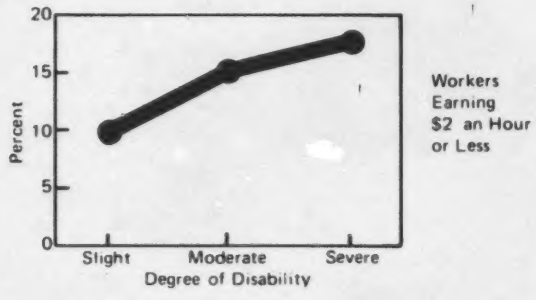
- Have a Higher Unemployment Rate



- Tend to Give up Looking for a Job



- Often Work in Jobs With Lower Pay



What do you mean by "slightly," "moderately," and "severely" disabled?

The classification of slightly, moderately, or severely disabled is based on the VA rating of all the veterans' disabilities. Since the VA usually does not consider men with less than 30% disability rating eligible for its vocational rehabilitation program, we define 10% or 20% rating as slight. From study of the VA rules for assigning ratings to various disorders, we consider 30 to 50% "moderate" and 60 to 100% "severe."

If a man is rated 100% or totally disabled by the VA, what kind of work can he actually do?

In many cases, an individual rated 100% disabled by the VA is able to work. On the following page we describe 16 young veterans with 100% ratings who are working—their disabilities, activity limitations resulting from the disabilities, the jobs they hold, and any special adjustments or arrangements their employers made to make it easier for them to work with their disabilities. These men are typical of the 100% disabled employed veterans since they were randomly selected from this group. Notice that these 16 men are performing a variety of jobs and usually without special employer assistance. However, these specific jobs are not necessarily suitable jobs for people with these handicaps.

If these men are able to work, why did the VA rate them totally disabled?

The VA ratings are based on the Schedule of Disabilities—a detailed list of disabilities and the percentage rating for each. For example, the Schedule states that loss of both feet is to be rated 100%. The VA explains the concept used in deciding what disabilities were assigned a 100% rating on the schedule: "Total disability will be considered to exist when there is present any impairment of mind or body which is sufficient to render it impossible for the average person to follow a substantially gainful occupation." The 100% rating is not necessarily permanent—the rating will be reduced if a VA rating board determines that clear improvement of the disabling condition has occurred.

What types of disabilities are most common among veterans?

The most common service-connected disabilities are bone and joint impairments or disease (31% of disabled Vietnam-era veterans), psychiatric and neurological disorders (20%), and muscle injuries (12%). The disabled veteran is commonly pictured as an amputee or a blind man, but only 6% of disabled Vietnam-era veterans fit this picture.

Jobs Held by 100% Disabled Young Veterans

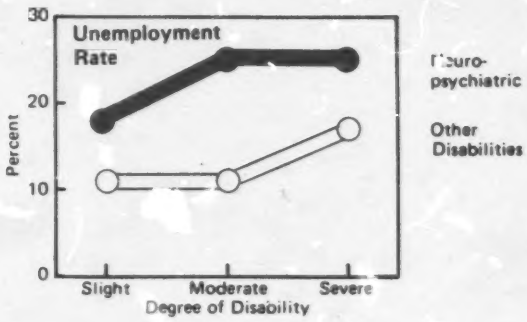
Nature of Disabilities	Activities Veteran Considers Moderately or Greatly Limited	Job Held
Amputation of both feet	Walking, standing, lifting, working overtime	Heavy equipment driver for construction company
Amputation of both feet, partial impairment of the visual field	Walking, standing, lifting, using public transportation	Helps run big game checking station for State fish and game commission
Amputation of both feet, arterial hypertension	Walking, standing, lifting, handling small objects, using public transportation	Dispatcher for police department
Amputation of both feet, paralysis of peripheral nerves	Walking, standing, lifting, using public transportation	Draftsman for defense supply contractor. Employer Arrangement: Special parking
Amputation of a hand and foot, fixation of three fingers of one hand, injury to thigh muscle, removal of testis	Walking, standing, lifting	Scalehouseman, weighing trucks in and out for oil refinery
Amputation of forearm, blindness in one eye, scars on head, muscle injuries to leg and shoulder girdle	Walking, standing, lifting, handling small objects, working overtime and under pressure, meeting people	Clerk and shelf stocker in grocery store. Employer Arrangement: Reduced time work schedule
Amputation of leg at thigh, removal of testis, injury to leg muscles, skin scars	Walking, lifting	Farmer, self-employed
Amputation of leg near knee, injury to muscles of pelvic girdle	Lifting	Loan officer at a bank
Bone inflammation (Osteomyelitis), impairment of thigh bone and upper bone of the arm	Walking, handling small objects, driving a car, using public transportation, working overtime, working while seated, working under pressure and with people	Radio-teletype operator for state highway patrol
Bone inflammation (Osteomyelitis)	Walking, standing, lifting, driving a car, using public transportation, working overtime, working while seated	Clerk for soft drink company
Impairment of thigh bone, impairment of bones of lower leg	Standing, lifting, driving a car, working overtime	Clerk in parts department of farm machinery manufacturer. Employer Arrangement: Rest periods and minimum overtime work
Loss of movement of spine	Walking, standing, lifting, driving a car, using public transportation, working overtime, working while seated	Earth moving equipment operator for dirt contractor
Tuberculosis	None	Salesman in retail audio equipment store
Rheumatic heart disease	Standing, lifting	Truckdriver for trucking company
Pernicious anemia	None	Stock clerk in grocery store
Brain disease due to trauma	Walking, standing, lifting handling small objects, driving a car, working overtime, working under pressure and with people	Office manager at a state college

What type of disability gives a veteran the most difficulty in getting a good job?

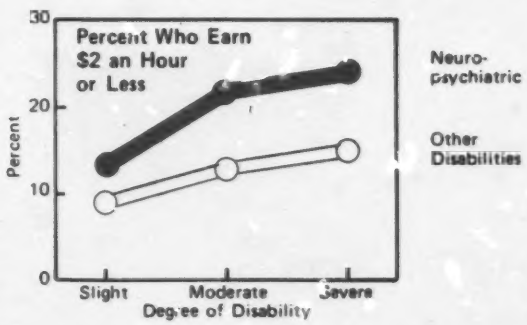
Neuropsychiatric disorders seem to result in the greatest employment problems. Compared to other disabled veterans, those with neuropsychiatric conditions have more trouble finding work and work at lower paying jobs, which the charts below show. A veteran with a neuropsychiatric classification wrote: "I have seizures but they are controlled by medicine. When you apply

Veterans Under 30 With Neuropsychiatric Disabilities, Compared to Other Disabled Veterans -

- Have a Higher Unemployment Rate



- Often Work in Jobs With Lower Pay



NOTE: Data presented are for veterans less than 30 years old.

for a job, . . . the minute you mention you have seizures, the employer automatically says, 'We don't have an opening right now but we'll call as soon as we do!' You *never* get that call . . . . Eventually you get wise to this and you never list the seizures on the application form, you never tell anyone, and you hope like hell your medicine doesn't fail you on the job." Like this veteran, many of those with neuropsychiatric disorders who responded to our survey said that they had difficulty telling employers about their medical problem. Some, like this veteran, decided not to tell.

Aren't there other important causes of employment difficulty for these veterans besides their disabilities—such as lack of job training?

Lack of training or schooling is a most important cause of employment difficulty for disabled veterans. The chart on page 11 shows that those with low-educational level have more difficulty finding a job, tend to become discouraged in their job search, and have to accept lower paying jobs. This is especially true for those with severe disabilities: For high school dropouts, the unemployment rate is 18% for slightly disabled and 31% for severely disabled. One reason the severely disabled with low education have difficulty in finding work is that many of the unskilled and semiskilled jobs they qualify for demand lifting and other strenuous activities. On the other hand, for veterans who are college graduates, we see that the employment effects of severe disability are minimal. From these findings we have to agree with the disabled veteran who wrote: "Superior qualifications, such as a college degree, are a necessary ingredient to equalize the difference between a person with no physical defect."

The highest unemployment rates are usually found for those who are young or black. Is this true for disabled veterans as well?

Yes, black veterans do have much higher rates of unemployment than white. For example, for young severely disabled men who did not finish 12th grade, the unemployment rate for those classifying themselves as "white" is 25% but for "black" the rate is over 50%.

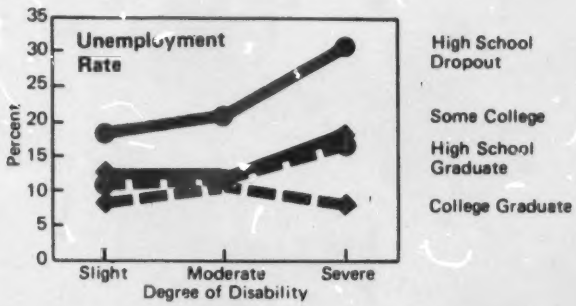
In regard to age, the older disabled veteran has a somewhat lower rate of unemployment than the veterans under 30 years of age.

You mentioned "older disabled veterans." Are there many older men who are disabled Vietnam-era veterans?

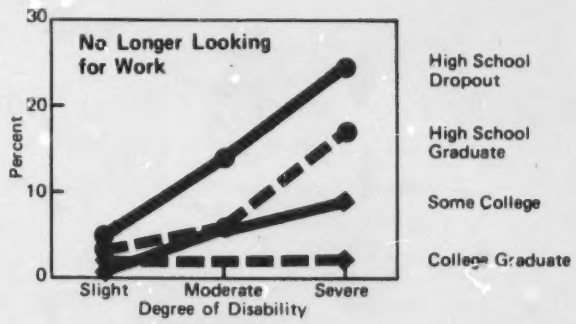
There is a sizable group of older Vietnam-era disabled veterans. One in seven is 45 years of age or older.

Disabled Veterans With Less Education (Especially if They are Severely Disabled) -

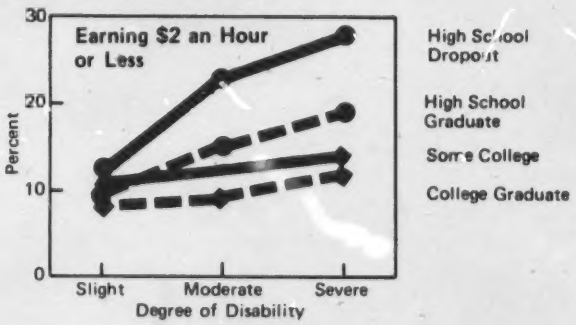
- Have a Higher Unemployment Rate



- Tend to Give up Looking for a Job



- Often Work in Jobs With Lower Pay



NOTE: Data presented are for veterans less than 30 years old.

What are the special employment difficulties of the older disabled veteran?

The older veteran has the problem of relating his extensive military work experience to civilian jobs. He may face discrimination because of age and his status as "retired military." A letter from a 50-year-old veteran with a high school education said: "I found out by talking to different employers, after I stated that I was retired from the service and receiving a monthly check, that they wanted the benefit of my experience and knowledge but did not wish to pay me for them. Each made the statement that, being retired, I didn't need much pay . . . ."

The older disabled veteran has a lower rate of unemployment than the younger man, and among the older veterans who are working, the kind of job and pay rate tend to be more favorable. However, special employment disadvantages are indicated by the fact that, among those looking for work, the older disabled veterans need a longer time to find a job. Also, older veterans are more likely to retire from the labor force (e.g., for the severely disabled young veteran, one-fifth are out of the labor force and not in training, compared to half of the severely disabled veterans 45 years of age or older.)

Isn't it true that many men—young and old—who are getting a sizable sum of money as compensation for their disability are not really motivated to work?

We found that many severely disabled veterans are highly motivated to work, as evidenced by their persistent efforts to obtain suitable employment in the face of employer rejections.

There are some severely disabled veterans who are deterred from seeking work by fear of loss or reduction of disability benefits. (Among young, severely disabled veterans out of the labor force, 8% indicated that their main reason for not seeking work is that, if they work, some of the payments they get for disability may be taken away.) A severely disabled veteran explained his reasoning in a letter: "The Veterans Administration's schedule for rating disabilities disallows many veterans—myself included—from seeking employment because of its habit of traditionally cutting back on benefits . . . . My own rating was reduced from 100% to 90% (financially this represents over $200 to me) even though I've yet to complete my vocational rehabilitation training. Apparently just the act of being in training justifies a VA cut in pension—what would happen were I to seek part-time employment? . . . The assininity of the VA's rating criteria forces many of us to remain unemployed simply because of the economic advantages. It would be foolhardy to risk a pension of maybe $300 tax free for a job paying $400 or $500 before taxes. Without training (which I'm now engaged in) I'd be fortunate in finding a job paying the above amounts . . ."

Another factor affecting veterans' motivation to work is the VA practice of classifying some men as "unemployable." One long-term unemployed veteran answered, "The VA says I'm unemployable," when asked what kind of work he was able to do. The VA has, in fact, labeled as unemployable 20% of those with a combined disability rating of 60%, and 30% of those with a combined disability rating of 70-90%. Veterans with a combined disability rating of 60-90% are classified as unemployable by the decision of a VA board which reviews the medical and employment evidence, and concludes that the veteran is "unable to follow a substantially gainful occupation." These veterans are then entitled to extra compensation. Two factors tend to discourage those who are in the VA category of unemployable from seeking work: the possible reduction of their disability compensation and the authoritative suggestion that they are not capable of productive work.

How Disabled Veterans Look for Work and What Counseling and Training They Receive

To what extent do disabled veterans get vocational counseling to help them make plans for jobs or training?

About two out of three of the severely disabled report that they had vocational counseling, and about one out of three of the slightly disabled.

Where do these veterans get vocational counseling?

The VA is the main source of counseling. Of all the veterans who received counseling, 80% cited VA as the source, 33% mentioned the State Employment Service, and 10% had gone to private veterans' organizations such as American Legion or DAV. Moderately and severely disabled men are especially likely to mention VA. This can be understood as resulting in part from the requirements of VA programs. The VA Vocational Rehabilitation Program requires counseling prior to enrollment and is ordinarily limited to veterans with a disability rating of 30% or more.

You said that most severely disabled veterans get vocational counseling. Do severely disabled veterans usually find jobs with the help of counselors or placement specialists?

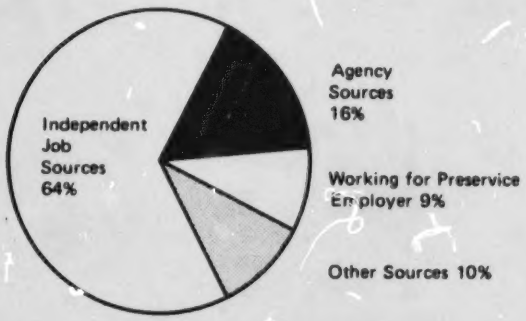
No. Most severely disabled veterans, like other disabled veterans, find jobs on their own, as the chart on the next page shows. When given a list of possible sources for finding jobs and asked to indicate the most useful source, only one severely disabled man in

six indicated an agency or organization (State Employment Service, VA, veteran service organization, or public employment agency) as the most useful source.

Only 7% considered the public employment service as their most useful job source. Those currently unemployed were more likely to rely on the public employment service to find jobs.

Severely Disabled Veterans Get Jobs Mostly Without Agency Help

Most useful method of finding work as reported by severely disabled under 30



Independent sources: applied directly 33%, got job leads from friends and relatives 24%, placed or answered ads 7%

Agency sources: State Employment Service 7%, Veterans Administration 4%, private employment agency 4%, veterans service organization 1%

Other sources: college placement, union, Civil Service, etc.

Do many disabled veterans go to the public employment offices to try to find a job?

Three out of four disabled veterans who have looked for work since leaving the service checked with the State Employment Service as part of their jobhunt.

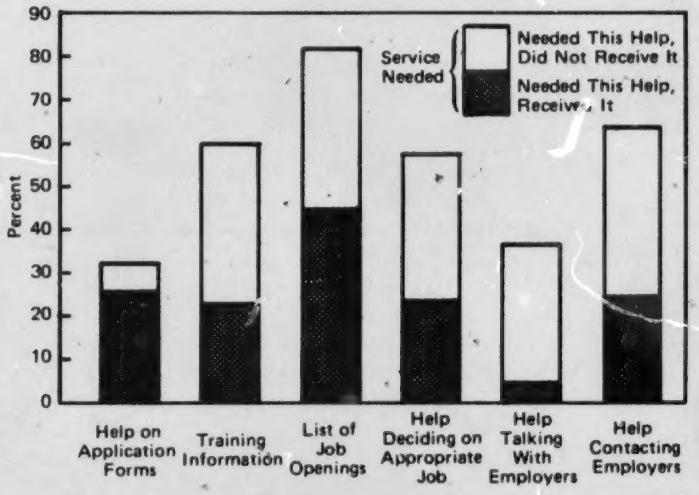
The public employment offices are supposed to give top priority to disabled veterans. Do disabled veterans get top service at these offices?

Many disabled veterans are dissatisfied with the help they get at the State Employment Service. We asked those veterans who went to the SES to check on a list what help they wanted when they went there and what help they got. The results are shown in the figure below. We see that the service most veterans wanted was a list of job openings to study. Many veterans also needed job training information, help in deciding what kind of work to look for, and someone to help find employers interested in hiring them.

When we look at how well these needs were met we see that only about half of those with such needs reported they actually got this help. Advice on how to talk with employers about their disability and their abilities was wanted by one-third of the veterans, but few of them reported actually getting this assistance. The severely disabled were more likely to want this help. (Otherwise, the needs of the severely disabled were much the same as those of the less disabled men.)

As far as obtaining good job leads from the SES is concerned, we find that only one out of three veterans going to the SES reports getting a job offer as a result of an SES referral.

Disabled Veterans Need More Help From Employment Services



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In short, our survey showed that while most disabled veterans used the SES to look for a job, many failed to get the employment help they felt they needed.

Why don't the disabled veterans get better service at the State Employment Offices?

On the basis of visits to employment service offices, we can suggest several conditions that tend to limit their assistance to disabled veterans. We visted SES offices in 11 States to learn about these services. We studied counseling cases of disabled veterans and interviewed the manager, the Veterans Employment Representative, and ES counselors.

On the positive side, we encountered some examples of good counseling and job development for disabled veterans. Also, in every office the staff was aware of the priority to be given disabled veterans and they appeared to be trying to implement this priority.

From these visits we identified a number of conditions that appeared to limit the services a disabled veteran gets at most or all of these offices.

- Some disabled veterans are not identified as disabled by the SES when they register. According to the survey of veterans, about one severely disabled veteran in ten is not categorized as disabled by SES.
- In spite of the top priority accorded disabled veterans, SES offices often do not have the resources to provide the number or kinds of service needed. Also, the evaluation of SES work in terms of number of placements, referrals, and so forth, generally discourages the spending of extra time in counseling and job development for disabled veterans. Such time-consuming work was not generally well recognized by SES management, we were told.
- Under the SES system, those who are identified as job-ready receive the first level of service, which consists essentially of the applicant's looking over job listings and being referred to openings by an interviewer. Those identified as not job-ready are considered for further job help, such as testing, training, and counseling. It is likely that many disabled veteran applicants are categorized as job-ready and therefore are not given the more extensive SES help they desire. As a correction to this kind of oversight, the local veterans employment representative (LVER) has the responsibility of exercising functional supervision to make sure that veterans coming to this office get needed services.

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- SES staff members often lack adequate contact with employers that would provide them with an in-depth knowledge of employers' operations and requirements. Such knowledge supports effective job development efforts by assuring the employer that only generally qualified applicants will apply for his job openings. This type of employer contact is especially important in the case of a disabled applicant, since the employer usually is concerned that he may be asked to assume an unjustified risk in hiring a disabled applicant.
- Disabled veteran applicants who are identified as needing counseling are typically assigned to any available counselor. In large offices it is not uncommon for one veteran to deal with several different counselors. In these instances it is difficult to locate one counselor who is completely familiar with this veteran's problems.
- SES personnel who deal with disabled veterans often do not have access to, or do not use, the ES guidelines for selective placement for the handicapped.

How do you think that the public employment offices should improve their help to disabled veterans?

The SES staff needs to do more to identify needs of disabled veterans. Some disabled veterans don't want help beyond the list of job openings to study and referrals, but many do want other help. All veterans with a disability rating of 30% or greater should be interviewed in depth concerning their needs, regardless of whether they are categorized as "job-ready."

If possible, the moderately and severely disabled veterans who have additional disadvantages, such as low-educational level, should be enrolled in training programs. ES counselors report that many of these veterans are resistant to training, stating they want a job. A concerted effort must be made through skilled counseling to involve them in training. On-the-job training may provide a good answer. Our study showed that severely disabled men who have taken on-the-job training have a relatively low rate of unemployment.

The Employment Service program of selective placement for the handicapped provides a good framework for dealing with disabled veterans, provided some adjustments are made for the special situation of disabled veterans (e.g., indicating ways of working with the Veterans Administration). SES counselors need training or retraining in these procedures, and SES administration needs to monitor more carefully how well the procedures are being carried out.

The Employment Service should increase its support for job development for the hard-to-employ disabled veteran. Contacts must be established with employers in the community who are willing to consider disabled applicants. The contacts must be carefully maintained and the employer's needs carefully reviewed each time a disabled applicant is referred. Over a period of time, this will give the employer a basis for confidence in the Employment Service's referrals of disabled veterans. Effective job development requires a trained staff and allocation of adequate staff time to carry out the required employer contacts. The evaluation of SES activities by the SES management must reflect the amount of time required for job development. In addition the evaluation by the State Veterans Employment Representative (a Federal employee who is assigned to each State to facilitate employment office services to veterans) could encourage better job development for disabled veterans.

We saw that disabled veterans, especially the severely disabled, state a need for advice on how to talk to employers about their disability and their abilities, but that very few get this help at the State Employment Service. To help disabled veterans to communicate with employers, the veterans service organizations could play a very useful role. A "helping hand" program could be devised in which disabled veterans who are employed, or who are employers, volunteer their help to unemployed disabled veterans who come to the employment service and want help with employer contacts.

Finally, there is a need in each locality to establish a well-defined working arrangement between SES and VA staff to assist hard-to-employ disabled veterans. We found that the present cooperative agreement between SES and VA is not well implemented.

What is the working relationship you found between the VA and the Employment Service in dealing with disabled veterans?

In general, SES and VA staffs send veterans to the other agency for help, if appropriate. However, for those veterans served by both SES and VA, there is seldom a full exchange of information between agencies and joint planning and action to assist the veteran. Joint planning between SES and VA appears to be especially important for on-the-job training for those in the VA Vocational Rehabilitation Program, and for assisting long-term unemployed and those released from VA hospitals to find suitable work. However, we found that ES-VA collaboration in these cases was the exception rather than the prevailing practice.

One notable example of ES-VA cooperation was observed during the HumRRO study. An Employment Service counselor met

regularly with VA counselors at a VA hospital to review cases of those soon to be discharged from the hospital. The ES counselor interviewed each patient awaiting discharge, questioning him about his job experience and goals. Then, the ES and VA counselors pooled their knowledge and judgments about the patient and his job opportunities to assist him after leaving the hospital. The ES counselor alerted the Veteran's Employment Representative in the public employment office of his hometown, providing information on his disability, work-ability, and job goals.

What do veterans service organizations like the American Legion, the VFW, the Disabled American Veterans, or the Paralyzed Veterans of America do to help the employment of disabled veterans?

The Legion, VFW, and DAV are the three largest veterans service organizations and there are a number of smaller organizations including three specifically concerned with disabled veterans—the Paralyzed Veterans of America, the Blinded Veterans Association and the Disabled Officers Association.

Disabled veterans said they turned to private veterans organizations as one source of counseling and for help in making plans for training, education, or work. Of those who mentioned getting counseling, one in ten cited a private veterans assistance organization as a source. All of the larger veterans organizations and some of the smaller ones maintain full-time service officers in each State located in or near the State VA offices. The DAV, for example, has a staff of 260 full-time service officers throughout the U.S. Service officers are trained to give assistance and advice concerning veterans benefits and to help the veteran with his claims with the VA. At each chapter or post, questions about benefits and claims are typically handled by a volunteer who is a member of the post and is guided by a service officers' manual. Questions which can't be satisfactorily answered from the manual are referred to the professional service officers at the state level.

Private veterans organizations do help some disabled veterans in their jobhunt. One percent of disabled veterans cited these organizations as their most useful job source. On occasion, local chapters of veterans organizations operate job fairs or job placement centers.

Veterans service organizations carry out a number of other activities to promote employment of disabled veterans. These include: (a) influencing legislation concerning veterans' affairs, (b) pointing out deficiencies in SES and VA programs, and (c) recognizing outstanding employers of disabled veterans.

Do disabled veterans get the training they need?

Veterans certainly don't take full advantage of the opportunities they have for training through the VA programs. We saw that individuals with lower educational level have high unemployment, and when this low education is combined with a severe disability they are especially disadvantaged in employment. The answer is training. Yet we find that only about half of those disabled veterans with 12th-grade education or less have taken any training or schooling after leaving the service.

Disabled veterans who are having persistent difficulty in finding work often point to their lack of training as a major factor in their difficulty. We interviewed over 200 disabled veterans who were long-term unemployed or had given up looking for work. We asked them to explain why they were having so much trouble getting work (we offered them a list of possible reasons to rate). Besides disability, the reasons rated as important most often were:

"Most people who apply for the kind of work I looked for have more job experience than I have" (32%).

"Most people applying for the kind of job I looked for have technical training or apprenticeship training that I don't have" (27%).

"There are very few openings for the kind of work I wanted to do" (37%).

Employers' Attitudes and Practices and the Disabled Veteran

Do employers discriminate against disabled veterans in hiring—or do they give them preference?

Three out of ten disabled veterans believed that some employers had not hired them because of their disability, with half of the severely disabled reporting such discrimination. The experience of a 28-year-old veteran appears to be typical: "I tried several . . . factories and could not pass the medical exam. I have had several operations on my abdomen and was shot thru my right side. So I have quite a few scars on my torso, front and back. Most every doctor would take one look and fail me."

What reasons do employers give for not hiring qualified disabled veterans?

We obtained reasons for employer rejection from the perspectives of both the disabled veteran job applicant and the employer. In our telephone interviews with jobless veterans we asked them to describe in detail a recent incident in which they believed they had

been discriminated against because of disability. In these incidents the employer often said nothing about disability as a reason for not hiring but when the employer did cite disability he most often stated that the work would be too demanding for the applicant because of his disability. Other reasons commonly mentioned concerned insurance limitations or medical liability.

The following case is excerpted from a letter from a young veteran with a severe disability. It illustrates various reasons given by employers for not being able to consider him for employment.

> "I was filling out an application for employment with one company, the name of which I will not mention, when I met the employer and he told me he definitely wanted to have a personal interview with me the following day and that he would contact me or the employment agency as to the time of the interview. Well, the following day I never heard from him so I called the employment office twice, the second time I called, the employment agency told me he had already hired someone for the position because I wouldn't have passed their physical.
>
> "Another company told the employment agency I couldn't handle a position with their company because it required working on my feet.
>
> "A nationally known company wouldn't hire me because of a company policy which stated they couldn't hire anyone with only one eye.
>
> "One electronics company said they couldn't take a chance with me because I would be working with equipment that would be used in hospitals.
>
> "The company I now work for told me my disabilities played no part in their decision to hire me. After ten months they said I am still working out fine. I haven't missed any work due to my disabilities and have already received two raises. Each raise I have received has been more than was promised.
>
> "My job requires me to work on my feet constantly and deals with sophisticated equipment used in hospitals and none of my disabilities has prevented me from performing my duties, although many employers stated my disabilities would hinder me from performing their company functions.

"If only these companies would give the disabled veteran a chance they may find out that instead of just having disabilities they also have abilities."

Disabled veterans report that the reason employers most often give when they reject them is that the job is too demanding for a person with their disability. How does this agree with what employers told you about considering disabled applicants?

We asked employers to indicate their agreement with a list of reasons often given for hiring or not hiring handicapped workers. You see the results on the next page. The majority of employers told us that "only a few jobs within our company can be handled by handicapped workers" and that agrees with what the disabled veteran applicants reported. Other restrictions that employers commonly pointed out to hiring handicapped workers are that they are constrained by their seniority system and the need to take care of their own employees who become handicapped after years of service. The promotability of a handicapped individual to a more demanding job is also a factor.

Is it true, then, that most employers don't want to hire disabled veterans?

No. As the survey responses of employers given on page 24 indicate, most feel that disabled veterans deserve special consideration in hiring and many feel that disabled veterans make more dependable employees than other veterans. However, when we get more specific about the special consideration to be shown to disabled veterans in hiring, we find that some employers do not define special consideration to mean preference for a qualified disabled veteran over other applicants, especially if the disabled veteran suffers from a heart condition or neuropsychiatric disorder. Employers are asked to give "special emphasis" to the hiring of disabled veterans (Section 2012 of Title 38 of the U.S. Code). However, "special emphasis" is not defined, so there is no basis for judging whether an employer is complying or not complying with this regulation.

Besides special consideration in hiring, successful employment of severely disabled individuals may require some adaptation of jobs or other special assistance from employers.

To what extent do employers make concessions and adjustments for severely disabled veteran employees?

Among severely disabled employed veterans, only one in five reported that his employer made special arrangements or concessions.

Reasons Employers Often Give for Hiring or Not Hiring the Handicapped

Specific Reasons[a]	Percent of Employers Agreeing With Statement[b]
Only a few jobs within our company can be handled by handicapped workers.	53
Most of our jobs would have to be especially redesigned to fit handicapped workers.	50
Hiring some handicapped workers brings good publicity.	48
Seniority rules in our organization make it difficult to give lighter jobs to newly hired handicapped workers.	41
We like to hire people we can promote, and people with a physical handicap are too often limited in job level.	25
Our organization saves those jobs which the handicapped could do for their own employees who develop handicaps during their years of service.	23
Our organization does not use the expensive selection and placement procedures which the handicapped would require.	22
Our supervisors often object to hiring handicapped workers for their work units.	12
Our organization puts a lot of emphasis on good appearance of its workers, so we tend to be careful about hiring handicapped people.	9
The public we contact are uncomfortable with employees who have visible physical handicaps.	8
Hiring handicapped workers would raise the cost of our disability benefits.	5
Our employees would not like to work with handicapped workers.	3

[a]Taken verbatim from the mail survey questionnaire.

[b]Based on the responses of 103 employers who completed the mail survey questionnaire.

What Employers Think About Disabled Veterans as Job Seekers and as Workers

Employer Attitude	Percent of Employers Agreeing With Statement[a]
What employers expect from disabled veterans	
Disabled veterans can be expected to make more dependable employees than other veterans.	42
Disabled Vietnam veterans who are seeking work are likely to be drug users.	1
Employees who are disabled veterans can be expected to take more sick leave than other veterans.	6
Special consideration employers think should be given to disabled veteran job applicants	
An employer should give special consideration to hiring a severely disabled Vietnam veteran job applicant—assuming the veteran has the basic qualifications for the position he is seeking.	77
A moderately or severely disabled veteran who is qualified for a job should be hired—even though other more qualified applicants are available.	26
A veteran who had a leg amputated while in Vietnam should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job.	52
A veteran who developed trouble with heart or circulatory system as a result of service in Vietnam should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job.	28
A Vietnam veteran who was treated in a psychiatric hospital should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job.	28

[a]Based on the responses of 103 employers who completed the mail survey questionnaire.

What kinds of concessions or adjustment do employers make to accommodate disabled veteran employees?

The special job arrangements most commonly reported are flexibility of hours, mentioned by 18% of those who got special help; extra rest breaks (16%); assigned to appropriate job in the first place (16%); and regular duties but no lifting (13%). On the next two pages we list a number of diverse examples of special arrangements made by employers. From study of these examples, one can see that most adjustments are simple and of low cost. Some few employers do much more to promote employment of handicapped persons, as we learned from our study of outstanding programs for employment of the handicapped.

What did you learn about these outstanding programs for employing the handicapped?

From these outstanding employment programs we conclude that the optimal approach to placement of severely handicapped individuals should include the following:

- A thorough assessment of the ability of the handicapped applicant. An individual should not be recommended automatically for a job simply because people with that handicap often perform in that job—for example, assignment of a deaf applicant to a keypunch job.
- An analysis of the suitability of the job to the abilities of a handicapped applicant. Ideally, a profile of demands for each job is available and a profile of capabilities of the applicant can be prepared. It is then possible to match the job analysis profile with the individual's profile and objectively determine the compatibility of the individual with the specific job.
- Modification of placement testing procedures, if necessary, so that the handicapped person can demonstrate his abilities.
- Some modification of job duties, workstations, and equipment to increase the number of different kinds of jobs that disabled people can perform.
- A committed, knowledgeable personnel manager interested in the employment of handicapped individuals, a work supervisor willing to accept the additional responsibility of getting the disabled worker trained and functioning in the job, and the support of top management.
- Well-established lines of communication between the personnel director and rehabilitation specialists in the community so that expert assistance and advice is readily available, if needed.

The study of some outstanding programs caused us to greatly revise our concept of who is truly unemployable. We found that

Some Examples of Special Arrangements Made by Employers

Nature of Special Arrangement	Job Held	Main Disability and VA Rating
Extra Rest Breaks		
"He makes me rest for 10 to 15 minutes. When the weather is cold he makes me take a longer rest period"	Mechanic	Impairment of bones in lower leg (40%)
"If I say I need a rest, they will give it to me"	Postal Service clerk	Injuries to pleural cavity (40%)
"Since the work involves mainly standing and walking, he arranged that I could take more frequent rest periods"	Laboratory technician	Knee injury (60%)
Assignment to Appropriate Job		
"He put me on the 11pm to 7am shift so I could sit more often"	Hotel desk clerk	Phlebitis (40%)
"I work at a service bar where I would not have to move around much"	Bartender	Tuberculosis of bones and joints (100%)
"He put me in a clean shop"	Assembly line worker	Bronchial asthma (30%)
"He put me in a small station with no crowds"	Postal Service Clerk	Schizophrenic reaction (50%)
"He provided me a job that would not cause prolonged walking or standing"	Front end loader operator	Foot injuries (50%)
Performance of Regular Job Duties Except Lifting		
"I told him I wasn't supposed to lift anything real heavy, so he called on others to do the heavy lifting"	Printer	Fractured vertebra (60%)
"I was not required to do heavy or any strenuous activity that in any way would affect my disability"	Carpenter	Injury to muscles in hip (30%)
"I was working on print layouts and had people help me when I was fitting the pipes"	Pipe fitter	Paralysis of shoulder and arm (60%)
Flexibility of Hours		
"One half hour less per day to fit in my dialysis schedule"	Collection manager at bank	Chronic nephritis (100%)
"Made it possible for me to make my VA appointments, take my medication and make my physical examinations"	Gas station attendant	Schizophrenic reaction (50%)

(Continued)

Some Examples of Special Arrangements Made by Employers (Continued)

Nature of Special Arrangement	Job Held	Main Disability and VA Rating
Flexibility of Hours *(Cont.)*		
"I didn't have to worry about my losing my job if I missed work"	Bartender	Duodenal ulcer (70%)
"When I had my operation they extended my leave-without-pay status"	Clerk	Limitation of motion of spine (40%)
"Part-time work instead of usual full time"	Bookkeeper	Varicose veins (20%)
"Because of the cold, my arm and hand would pain me, so I would be able to take the winter off and come back in the summer"	Truckdriver	Loss of movement of one hand (100%)
Change of Duties		
"I was hired as an installer, but was then offered an inside job because of disability"	Telephone repairman	Injuries to hip muscles (50%)
"I've been changed from some operations which require greater dexterity than I possess"	Machinist	Paralysis of hand (70%)
"I was working 55 to 65 hours a week as a buyer. My boss switched me to 40 hours in Accounts Payable"	Bookkeeper	Multiple sclerosis (90%)
Special Equipment		
"He put in telephone horns so I could hear the phone ring"	Foreman	Hearing loss (30%)
"He supplied visual aids"	Laboratory technician	Loss of one eye and other impaired (100%)
"I had hydraulic tailgate on my truck"	Delivery truckdriver	Lumbosacral strain (10%)
"My employer makes arrangements for heart patients to use forklifts, electric floor jacks, etc"	Roll feed press operator	Arteriosclerotic heart disease (30%)
"I could use different types of distillates for the cleanup work after installing the glass"	Glass installer	Eczema (50%)
Other Special Arrangements		
"He told me not to push myself, just to work at my own speed"	Apprentice mechanic	Psychotic reaction (60%)
"Changed my parking place closer to the plant"	Order clerk	Amputation of leg at thigh (70%)
"He was very understanding about me sitting rather than standing during my work"	Orthopedic appliance maker	Amputation of both feet (100%)

severely disabled persons generally considered unemployable can become productive workers if the job is redesigned (as in home-bound employment in the computer industry) or if certain kinds of transitional work experiences are provided (as in one VA work-for-pay program where psychiatric patients proceed through a graded system of occupational therapy until they are actually placed as provisional employees in a local industry).

Affirmative Action for Employment of Disabled Veterans

Employers who do work for the Federal Government are required to have affirmative action programs for the hiring of minorities and women; is there anything like this for disabled veterans?

Yes, affirmative action for employment of disabled veterans is required under two recent laws: the Vietnam-Era Veterans' Readjustment Assistance Act of 1974 and the Rehabilitation Act of 1973.

What action does the Veterans' Readjustment Act of 1974 require from employers?

Under this Act, Federal contractors are required to take affirmative action to employ and advance in employment qualified disabled veterans and veterans of the Vietnam era. The previous law (1972) merely called on these employers to give "special emphasis" to the hiring of disabled and Vietnam-era veterans. We asked a number of employers and Employment Service staff to tell us what "special emphasis" actually means—what actions were called for. They all indicated that "special emphasis" had little or no meaning.

Does the Veterans' Readjustment Act of 1974 specify what the Federal Government should do about employment of disabled veterans?

Yes. Each Federal department and agency is required to file an affirmative action plan for disabled veterans with the Civil Service Commission (CSC). CSC will collect information from each agency on how the disabled veteran employment plan is carried out and make an annual report to Congress.

How does the Rehabilitation Act of 1973 assist employment of disabled veterans?

Federal contracts or subcontracts over $2,500 include a clause which states: "The contractor will not discriminate against any

employee or applicant for employment because of physical or mental handicap in regard to any position for which the employee or applicant is qualified. The contractor agrees to take affirmative action to employ, advance in employment and otherwise treat handicapped individuals without discrimination based upon their physical or mental handicap in all employment practices such as the following: employment upgrading, demotion or transfer, recruitment or recruitment advertising, layoff or termination, rates of pay or other forms of compensation, and selection for training, including apprenticeship."

Some Federal contractors (those with contracts for over 90 days and/or more than $500,000) are required to develop and disseminate affirmative action plans for employment of the handicapped. Federal agencies and departments are required to file an affirmative action plan for employment of the handicapped with the Civil Service Commission.

If a wheelchair-bound person applies for a job and qualifies, must the employer remove architectural barriers in his place of work in order to comply with the Rehabilitation Act of 1973?

"Required architectural accommodation will depend on reasonableness under all of the circumstances, including such things as the extent, the kind, and the cost of accommodation. This means that each case will have to be considered individually." (President's Committee on Employment of the Handicapped.)

How is each employer's quota for hiring disabled veterans determined?

These laws do not require quotas or goals for hiring disabled veterans or handicapped persons.

If there are no quotas, will the laws actually be effective in promoting hiring of disabled veterans?

No one knows yet how well these laws will work. Their success will depend on "good faith efforts" by employers rather than quotas. Guidelines for "good faith efforts" to hire the handicapped will be issued in 1975 for compliance with the Rehabilitation Act of 1973. It is recognized that these laws place responsibility upon rehabilitation specialists and job counselors who work with employers in their efforts to recruit and suitably employ handicapped persons.

Four Case Studies

In this section we will introduce you to four disabled Vietnam-era veterans. These veterans were interviewed by HumRRO researchers during their study of the employment of disabled Vietnam-era veterans. We will describe the veteran's background, his job hunting experiences, and his present situation. Each study ends with a discussion of the significant factors in the case, and the implications for job developers and counselors.

The four veterans included in this section were selected because the circumstances and needs of each differ greatly, and because practical implications are illustrated by each case. Their names have been changed to protect their privacy.

Mr. Albright: Disability—100%; Employment Prospects—Excellent

Mr. Albright's work history began rather early. As a young high school student he took courses in major appliance repair, and for three years worked after school hours as an appliance repairman. He enjoyed the work very much and planned to pursue it as a career.

After graduating from high school Mr. Albright enlisted in the Marine Corps. His Marine Corps training was mostly combat oriented, consisting of scuba diving and paratrooper training. While serving with the Marines in Vietnam, Mr. Albright stepped on a landmine. The explosion resulted in his losing both legs, the hearing in his left ear, and a considerable amount of movement in his left hand and arm.

Mr. Albright now has two prosthetic legs and a VA disability rating of 100%. His disposition is sunny and his optimism appears to be unflagging.

When he got out of the hospital, Mr. Albright first tried to go back into major appliance repair. He soon discovered, though, that he

absolutely could not do the lifting and bending required. He tried small appliance repair for a while, but found the benchwork boring and not suited to his disposition. He then turned to the VA for assistance in selecting a suitable career.

At the Veterans Assistance Center Mr. Albright was given a vocational test battery and had about a dozen sessions with a VA counselor. His experience with the VA counselor was positive and helpful. He said that the counselor was willing to accept his ideas and interests even if he (the counselor) thought a different course would be better. The VA counseling resulted in Mr. Albright's enrolling in college to study criminal justice.

After completing two years of college Mr. Albright began to have severe problems with his left arm. The pain became so intense that it prevented his concentrating on his studies, so he was forced to drop out of school and undergo surgery on his arm.

Mr. Albright is now 25 years old. He has recovered from the surgery on his arm and is working as a police radio dispatcher. He located the job without any assistance and said that he didn't use the State Employment Service because he had no problem finding the job on his own.

Within the next year Mr. Albright plans to reenter school to finish his degree in criminal justice. Once he has the degree, he wants to enter a career as a probation officer.

Mr. Albright's case is significant for two major reasons. First, it clearly illustrates the fact that 100% disability does *not* mean 100% unemployability. In the course of our research, we met many fully employed veterans with 100% VA disability ratings.

The second significant factor in Mr. Albright's case is the fact that he had to change careers because of his disability. Cases in which the disabled individual cannot perform the work he has been trained to do, and in which he has had considerable experience, are not uncommon. Such cases pose a special challenge for the job counselor and job developer.

Veterans who have to change careers because of worsening disability are eligible for additional vocational rehabilitation training to prepare for a different field of work. These veterans should be referred to the VA.

Mr. Brooks: An Emotional Handicap— An Uncertain Future

In this case study we look at a young, 23-year-old veteran with a 50% disability. Mr. Brooks' disability is an anxiety reaction. It is a disability that does not fit the stereotyped image of a disabled veteran; nevertheless, it is relatively common. Twenty percent of the veterans surveyed in the HumRRO study had psychiatric or neurological disorders.

Mr. Brooks' work history is rather spotty. He entered the Army shortly after graduating from high school. His premilitary work experience consisted of miscellaneous odd jobs. His military training was in the medical

field and included basic medical training and an advanced clinical specialist course. For a while Mr. Brooks was assigned to various Army hospitals in the States. He was then sent to Vietnam where he served as a combat medic.

Since getting out of the service Mr. Brooks has had a great deal of difficulty in locating a good job with livable wages. He worked in two clothing factories as a bundle boy, and for a short time he held a job with the post office as a trainee learning to operate automated mail sorting equipment.

Mr. Brooks was happy with the post office job for which he was training; in fact he said he was two or three lessons ahead of schedule. However, he was terminated when, as he applied for medical insurance, his disability was brought to the attention of the personnel office. He was dejected by this experience, especially since he had entered information about his disability on the application form when he applied for the job. Furthermore, he felt quite sure that his disability would have had no effect on his job performance.

Thinking about his future, Mr. Brooks decided to capitalize on the medical training he received in the service. To increase his employability in the field, he enrolled in a medical technician course. His sole support during this time was the GI Bill, which was simply not enough to cover both school costs and living expenses. At the end of one year, he was forced to drop out of school and look for work. In fact, he was eligible for training under the VA Vocational Rehabilitation Program at the time he enrolled in the medical technician course, but he didn't know that until he went to the VA for help.

At the time of our interview, Mr. Brooks had been to two counseling sessions with a VA Vocational Rehabilitation counselor. So far, he was unhappy with the VA counseling. He had decided that he would like to become a medical doctor, but the VA counselor, after reviewing his test battery, tried to discourage him from embarking on that course. Mr. Brooks feels strongly that this is what he would like to do and said that he would pursue his goal without VA help if he has to. He realizes that he has eight years of college and medical school ahead of him. He is now enrolled in a one-year college preparatory course and is receiving support through the VA Vocational Rehabilitation Program.

Mr. Brooks' case raises an important question faced by most job developers sooner or later. How can people with emotional disabilities be "sold" to employers? As with heart disease and back problems, unpredictability is the factor that most often causes employers to turn away applicants with emotional disorders. Many employers feel that the risks involved in accepting an applicant with a hidden and perhaps unstable disability are too great.

Another problem illustrated in this case has implications mainly for vocational counselors. What can be done when an individual's job goal appears to be unrealistically high? Without knowing the full circumstances in the case, it is impossible to tell whether or not Mr. Brooks' job goal was realistic. If his scholastic aptitude score was low, one can assume that it was not. VA counselors must be reasonably sure that the counselee's aptitude and motivation are high enough to see him through a given course of training before recommending financial support for the training.

One last observation from Mr. Brooks' case has to do with the distribution of information about assistance programs. It is possible that, had he known about the VA Vocational Rehabilitation Program when he got out of the Army, he would have been able to complete the medical technician course. In most instances the support provided under the VA Vocational Rehabilitation Program is greater than GI Bill benefits. Of course, notifying disabled veterans about government-sponsored assistance programs is the responsibility of the Veterans Administration. However, it is important that counselors and job developers be aware of all sources of assistance, public and private, that could be of benefit to veterans with whom they are working.

Mr. Clayborn: "The biggest problem: The public is not trained to work with handicapped people."

Mr. Clayborn is a 32-year-old veteran with a sensory handicap. He has an 80% disability for "impairment of auditory acuity"—he is virtually deaf. He can make out spoken conversation if the words are delivered slowly and clearly, though he prefers to communicate through writing.

Mr. Clayborn's only premilitary job was as a department store window dresser. In the Army he was trained as a supply clerk, but spent his tour as a finance clerk. His hearing disability was not combat related, though it was incurred while he was in the service.

It's been nine years now since Mr. Clayborn got out of the service. During that time he says he has held more jobs than he can accurately remember. It was more difficult for him to get and hold jobs immediately after he got out of the service because at that time he had only a high school diploma and no significant work experience.

Mr. Clayborn used the State Employment Service at first but was not satisfied with the assistance he received there. An SES interviewer worked with him to help him decide on the kind of job he should look for, and sent him out on a few referrals. He even got a job through one of the referrals, but he was laid off after six months because the employer felt that, because of his handicap, he could not do all the work that was expected of him.

What Mr. Clayborn felt he needed but didn't get at the State Employment Service was advice on how to talk to employers about his disability and his abilities, and someone to perform job development activities in his behalf. His dissatisfaction with the SES, and the fact that he was terminated from the only job he got through them, led Mr. Clayborn to thereafter look for work on his own.

In his attempts to locate suitable employment Mr. Clayborn went to several veterans service organizations. He spoke most highly of the Red Cross and the American Legion. He said it was through these organizations

that he finally learned of the assistance programs available to disabled veterans.

On the recommendation of the American Legion, Mr. Clayborn visited the Veterans Assistance Center in his area. There, with the help of a VA counselor, he arrived at a job goal that would allow him to utilize his abilities and interests. He decided to become a commercial illustrator, a job in which his hearing disability would create virtually no restrictions. Once the job objective was determined, Mr. Clayborn and his counselor mapped out a plan for training. His training (two years of advertising design and layout, and one year of book and magazine illustration) is now behind him and he is employed as a technical illustrator for the Department of Defense.

Mr. Clayborn enjoys his work and his disability has no effect on his job performance. He does sometimes experience difficulty in using public transportation though, mostly because he cannot use the telephone to get information on bus routes, air flights, and so forth. The problem that he encounters most often, both on and off the job, is one of face-to-face communication. He sometimes becomes frustrated because, as he says, "people find it hard to take time and explain instructions and offer a little more of themselves when conversing."

Mr. Clayborn's disability, coupled with the fact that he had no job training or substantial job experience, caused him to go through several "lean" and discouraging years after he got out of the military service. Now, having had appropriate counseling and three years of schooling to develop his talents, Mr. Clayborn is gainfully employed in a career with a future.

The years of disappointment following Mr. Clayborn's discharge could have been prevented if:

- He had been given detailed information about veterans assistance programs *before* he was separated from the service.
- He had received vocational counseling from an employment service counselor.
- The Veterans Employment Representative at the employment office had described the services available to disabled veterans and referred him to the VA.

The Veterans Employment Representative should have a working relationship with VA staff. In Mr. Clayborn's case, the representative could have telephoned his VA contact to acquaint him with Mr. Clayborn's situation and arrange an appointment for him with a VA counselor. Ideally, Mr. Clayborn would receive counseling at both the public employment service and the VA—the two counselors collaborating to assist him in making job and training plans.

Also, effective job development by an SES counselor could have prevented his discouraging termination from the one job he did get through SES referral. An employment counselor could have contacted the employer to candidly discuss Mr. Clayborn's disability and physical limitations before sending him on the interview. Employment Service counseling also could have better prepared him to discuss his limitations and abilities with employers.

Mr. Dawson: The Disabled Retiree— A Double Bind

Mr. Dawson is a retired Air Force noncommissioned officer. He faces a double disadvantage in the job market—he is 47 years old and he has a current evaluation of 100% disability for testicular cancer. His doctor has pronounced him cured of cancer; however, the radiation therapy he underwent has left him physically weaker than before. Heavy lifting is difficult for him now, as is working long hours.

Mr. Dawson has no education beyond high school, but he does have over 20 years of experience as an administrative specialist in the Air Force. Despite his experience, he has not been able to find a civilian job in which he could utilize it. Employers often tell him that his Air Force experience is not relevant to their company's work. Furthermore, he usually finds that he is competing with younger men with college degrees.

Mr. Dawson devoted a considerable amount of time trying to locate a civil service job, but he failed. He feels that his 10-point veterans preference was of little value in that endeavor.

Several private employers have admitted that they would have hired him had it not been for his history of cancer. One said that he would have to have been cured for 17 years before his company would consider him. To employers, the problem with persons with a history of cancer is the risk of their requiring extensive medical treatment and large amounts of sick leave.

The disadvantaging effect of being a middle-aged military retiree may be almost as great as that of having a physical disability. Some employers feel that a person drawing military retirement pay should be willing to work for a lower salary. Mr. Dawson was once offered the job of managing a large clerical department in an insurance company but the pay he was quoted was unusually low. He feels certain that his military retirement pay was the reason for such a low-salary offer.

Mr. Dawson is employed now as a salesman in a fashionable men's clothing store. He likes the work, but he would rather get into the personnel management field. In his present job he requires little special consideration, though his employer does exempt him from overtime work that is expected of other salesmen.

During his jobhunt Mr. Dawson went to the State Employment Service and the Veterans Administration for assistance. He was unhappy with the help he received from each agency. He did get one job through the Employment Service that involved preparing reports for a short-term project. The job ended with the project.

Mr. Dawson's experience with the VA was also unproductive. He felt that the VA counselor was trying too hard to push him into a field in which he had no interest. In addition, he complained about the time-consuming bureaucratic hassles he encountered at the VA.

Mr. Dawson feels that there should be some kind of employment assistance program designed to help disabled veterans before they leave the

service. He suggested that perhaps a program could be devised to find civil service jobs for separating disabled veterans.

This case touches on several problems job developers are likely to encounter in dealing with disabled veterans. The most obvious is the nature of Mr. Dawson's disability. The employment problems of work-able cancer patients is a subject that is just now coming into clear public focus. Cancer patients face a double-barreled form of discrimination. Their disability shares with some others (e.g., the emotional disabilities mentioned earlier in this section) the fact that it carries a high risk for employers and is viewed by them as being unpredictable. However, unlike any other disability, cancer often evokes a strong emotional response.

Another point brought out in Mr. Dawson's case is the effect on employability of being a military retiree. The usual image of a disabled Vietnam-era veteran is that of a young man discharged after a couple of years in the service. But in fact, 14% of the disabled Vietnam-era veterans are military retirees in the 45-and-over age bracket. Although older veterans tend to have a somewhat lower unemployment rate, those who are unemployed take longer to find work. Many who do find work are paid on a lower scale because the employer views the retirement pay as an offsetting factor.

A second problem in being a military retiree is the lack of a one-to-one correlation between military and civilian jobs. It is quite conceivable that an individual could work for 20 years developing great skill in a military job for which there is no close civilian counterpart.

Finally, Mr. Dawson's case illustrates a problem mentioned by other disabled veterans interviewed who had received VA counseling. Some of these veterans felt that their counselors had been too insistent in their efforts to help them arrive at a job goal. They felt that the counselor was using the results of aptitude and preference tests to dictate rather than suggest a suitable career.

Some Training and Employment Assistance Programs

Sometimes the greatest service a job counselor can render a disabled veteran is a timely referral to the agency or organization best equipped to service his most immediate needs. Helping a disabled veteran land a dead-end job is less desirable than helping him get into a training program where he can learn a trade with a future.

The assumption that a disabled veteran already knows about assistance programs available to him is understandable, but often untrue. Many know absolutely nothing about the assistance programs from which they could derive the greatest benefit. Witness the following account excerpted from a letter from a young, severely disabled veteran: "I am nearing graduation from a four-year university. One thing which would probably interest you is that I did not know that the VA Vocational Rehabilitation Program existed until about two months ago. If I had, I feel it would have been advantageous to me."

If you are a job counselor or a job developer or if you provide assistance to disabled veterans in any capacity, you probably have within easy grasp a digest of veterans assistance programs. (If not, you may be interested to know that some good ones are available.[1]) Therefore, we are not going to duplicate such efforts here. Instead, we will touch upon the major programs.

Veterans Administration Programs

Undoubtedly the program with the greatest potential for helping severely disabled veterans is the Veterans Administration's Vocational

[1] An excellent source that is full of useful information is *A Digest of Veteran-Related Programs for Jobs, Training and Education—1974,* published by the National Alliance of Businessmen, 1730 K Street, N.W., Washington, D.C. 20006. Another good source, but perhaps not as readily available, is a report entitled *National Evaluation of Manpower Services for Veterans: Final Report,* prepared for the U.S. Department of Labor by Kirschner Associates, Inc. Volume II of this report contains a thorough listing of public and private assistance programs.

Rehabilitation Program. Under this program the veteran will receive counseling designed to help him arrive at an obtainable and suitable job goal. Once his job objective is set, he and the counselor select a course of training or schooling that will lead to that goal. Any reasonable course of training or education will be supported under the VAVR Program as long as it results in the veteran's being employable in the career field he and the counselor decide is appropriate. The financial support available through the VAVR Program is certainly greater than in any other assistance program. Tuition and books are paid for, and the veteran receives a subsistence allowance. There is one restriction, however. The veteran must have at least a 30% combined VA disability rating unless he can show that his disability is a pronounced employment handicap. He must also demonstrate a need for vocational rehabilitation.

For veterans with less than a 30% disability, there is still the GI Bill. GI Bill benefits cannot match those of the VAVR Program; nevertheless, they are quite substantial, especially with the changes recently passed by Congress.

If the veteran wishes to investigate one of the VA programs, he should be referred to a Veterans Assistance Center or to the VA office nearest his home. VAC's were originally intended to be one-stop service centers designed to meet the veterans transition needs. All States have at least one VAC and some have two or more. In many States the veteran can call the VAC for information from anywhere in the State via a toll-free number.

President's Veterans Program

This program, announced in a Presidential Executive Order in June 1971, comprises a six-point plan for increasing employment assistance and opportunities for returning Vietnam-era veterans. In the program the President:

(1) Asked the National Alliance of Businessmen to increase the participation of American business in a program to provide employment for veterans.
(2) Expanded the provisions of the Department of Defense's Project Transition program[1] to include job counseling, training, and placement services.
(3) Augmented job training and education opportunities for veterans.
(4) Required Federal agencies and contractors to list jobs with the State Employment Service.

[1]Project Transition was terminated on May 31, 1974. No program has been developed or is being planned to take its place.

(5) Charged the U.S. Employment Service with the task of eliminating deficiencies in their services to veterans.
(6) Required the Employment Service to provide special counseling and testing for veterans who collect unemployment compensation (UCS) for more than 13 weeks.

Preference in Employment Service Referrals

Veterans are supposed to receive priority service at all State employment service offices, and disabled veterans are to receive top priority. As new job listings are received, applicant files are to be screened for qualified veterans.

Every SES office has a Veterans Employment Representative (VER). It is his job to see that services to veterans are provided in accordance with Federal and State regulations. Veterans who feel that they have not been given adequate service at an SES office, or those who wish to discuss SES veteran-related employment programs, should be referred to the local office VER.

If this is unsatisfactory, the veteran can contact the State VER. The State VER is a Federal employee with responsibility for monitoring SES services to veterans throughout the State. His office is usually located in the State capitol.

Civil Service Preference

Veterans have traditionally been accorded preferential consideration for government jobs. "Preference points"—five for the regular veteran, and 10 for the disabled veteran—are added to the examination scores of veterans applying for jobs with the Federal Government.

Veterans Readjustment Appointments

This also is a Federal service program, under which a returning veteran may be appointed to a Federal civilian job if he agrees to participate in a training or educational program while working. These appointments may only be used for jobs at the GS-1 to GS-5 (or equivalent) level. The veteran can hold the job only as long as he makes satisfactory progress both on the job and in training. When he completes two years of satisfactory service, his appointment is automatically changed to a regular civil service appointment.

Federal Government Program for the Severely Handicapped

Yet another Federal service program that could be of benefit to disabled veterans is the selective placement program for the severely handicapped. In 1964 the Civil Service Commission established a special appointing authority for job applicants with severe physical handicaps. The program has special noncompetitive procedures for the appointment of severely handicapped individuals. Every Federal agency has a "coordinator for selective placement," whose job is to urge managers and supervisors to try qualified handicapped workers, and to work with the Civil Service Commission and vocational rehabilitation agencies for selective placement of severely disabled persons. In the first eight years of the program over 1,800 severely handicapped workers have been appointed in 32 Federal agencies. Less than 1% have been terminated for cause, and 17% of the appointees have received promotions.

Federally Funded Training Programs

Vietnam-era veterans are intended to receive preference for enrollment in federally funded training programs. The major federally funded training programs and their purposes:

Apprenticeship Outreach Program—preapprenticeship training.

Apprenticeship Training Program—apprenticeship training while earning a salary.

MEDIHC—Military Experience Directed Into Health Careers.

Public Service Careers—Qualification of disadvantaged persons for jobs with State and local governments and private nonprofit agencies.

Public Employment Program—work and training for unemployed through transitional jobs in the public sector during period of high unemployment.

The Manpower Development and Training Act phased out as of June 30, 1974 to be relaced by local projects.

Information concerning these training programs can be obtained from the office of the State Employment Service.

Jobs for Veterans Program

In 1970 the President established the Jobs for Veterans (JFV) program as an attempt to find employment in the private sector for returning

Vietnam-era veterans. The JFV program, originally administered by the National Committee—Jobs for Veterans, is now guided by the JFV Interagency Advisory Committee chaired by the Assistant Secretary of Labor for Manpower.

The moving force behind the JFV is the National Alliance of Businessmen (NAB). The Alliance conducts an extensive advertising campaign to promote veteran employment. Also, representatives of the NAB contact employers to ask them if they will set aside "for veterans only" a portion of the positions they would ordinarily fill during the year. Job pledges are referred to the State Employment Service or the Veterans Administration. Disabled veterans are given special consideration for the pledged openings.

Almost a half million veterans were placed through the JFV program during its first 2 1/2 years of operation. The goal for Fiscal Year 1975 is 200,000 Vietnam-era veteran hires. To help ensure that this goal is met, 50 Jobs for veterans managers have been hired and placed in selected cities across the Nation.

NAB/VA/ES Job Placement Program for Disabled Vietnam-era Veterans

In Fiscal Year 1974 the National Alliance of Businessmen, the Veterans Administration, and the U.S. Employment Service worked together in an intensive program to help disabled Vietnam-era veterans get jobs. The NAB made contacts with employers to identify and develop jobs, and the VA and the Employment Service provided job counseling and job placement assistance.

Eligible disabled veterans were identified by a mail survey of 58,000 Vietnam-era veterans with VA-rated disabilities. Each veteran surveyed received a one-page letter asking him to check whether or not he needed help in finding a job or in getting training. Twenty thousand veterans responded to the survey. The NAB reported 4,800 disabled veteran placements through this program in Fiscal Year 1974.

The goal for Fiscal Year 1975 is 7,500 hires—50% more than the previous year's accomplishment. A new feature, the Mini-Profile Program, has been added this year to increase the effectiveness of placement efforts. In this program the VA identifies job-ready disabled veterans and refers them to the Employment Service where a brief profile is prepared. The mini-profiles are then circulated among participating NAB companies by the NAB staff.

The mini-profiles contain the following information: Code number and first name of veteran, job objective, education, period of service, military experience, special military training, civilian experience, special skills and licenses, and disability.

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WHERE TO GET MORE INFORMATION

For more information on this and other programs of research and development funded by the Manpower Administration, contact the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20213, or any of the Assistant Regional Directors for Manpower whose addresses are listed below.

Location	States Served	
John F. Kennedy Bldg. Boston, Mass. 02203	Connecticut Maine Massachusetts	New Hampshire Rhode Island Vermont
1515 Broadway New York, N.Y. 10036	New Jersey New York	Puerto Rico Virgin Islands
P.O. Box 8796 Philadelphia, Pa. 19101	Delaware Maryland Pennsylvania	Virginia West Virginia District of Columbia
1371 Peachtree Street, NE Atlanta, Ga. 30309	Alabama Florida Georgia Kentucky	Mississippi North Carolina South Carolina Tennessee
230 South Dearborn Street Chicago, Ill. 60604	Illinois Indiana Michigan	Minnesota Ohio Wisconsin
911 Walnut Street Kansas City, Mo. 64106	Iowa Kansas	Missouri Nebraska
1100 Commerce Street Dallas, Tex. 75202	Arkansas Louisiana New Mexico	Oklahoma Texas
1961 Stout Street Denver, Colo. 80202	Colorado Montana North Dakota	South Dakota Utah Wyoming
450 Golden Gate Avenue San Francisco, Calif. 94102	Arizona California Hawaii Nevada	American Samoa Guam Trust Territory
909 First Avenue Seattle, Wash. 98174	Alaska Idaho	Oregon Washington